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ABSTRACT

The present Associate Degree Completion Program (ADCOP), which enrolls approximately 2,700 senior enlisted personnel in 14 junior colleges for full-time vocational/technical study at Navy expense, is costly and of little tangible benefit to the Navy. The ADCOP was designed in 1966 as a method of retraining career enlisted personnel and encouraging re-enlistment; the Navy provides funding for a maximum of 24 months of junior college education and the student agrees to devote at least six years to the Navy. The objectives are: (1) to provide an important career incentive for outstanding Navy petty officers; (2) to increase professional proficiency through modern training in civilian institutions; and (3) to improve the general educational level of the Navy personnel community. The program fulfills objective three, but it is debatable whether this is of real value to Navy operations. It does not fulfill either of the other objectives: the students selected are already well on their way to being career Navy men so that additional incentive is not necessary; also, they have received adequate Navy training for their positions and, as a result, usually select majors unrelated to their Navy occupations. The author recommends that the program be redesigned to provide students with a solid foundation in management and supervisory theory and practice. (DC)

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Air War College

AN EXAMINATION OF THE NAVY'S
ASSOCIATE DEGREE COMPLETION PROGRAM

PROFESSIONAL STUDY

No. 5447 **By** John T. Thornsley

AIR WAR COLLEGE
AIR UNIVERSITY
UNITED STATES AIR FORCE
MAXWELL AIR FORCE BASE, ALABAMA

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AIR WAR COLLEGE

AIR UNIVERSITY

REPORT NO. 5447

AN EXAMINATION OF THE NAVY'S ASSOCIATE DEGREE COMPLETION PROGRAM

by

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A RESEARCH REPORT SUBMITTED TO THE FACULTY

MAXWELL AIR FORCE BASE, ALABAMA

April 1974

ABSTAINER

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AIR WAR COLLEGE RESEARCH REPORT SUMMARY
No. 5447

TITLE: An Examination of the Navy's Associate Degree Completion Program

AUTHOR: John T. Thornsley, Commander, US Navy

The Navy's Associate Degree Completion Program provides an opportunity for a limited number of senior enlisted personnel to attend junior college full time. The program currently has 2700 students enrolled at 14 junior colleges at an annual expenditure of approximately $35 million. This study traces the development of the program from its inception in 1966 to the present. An analysis is made of how well the present program fulfills its stated objectives. There are indications that the program is of intangible benefit to the Navy. A recommendation is made to redesign the program into a two year terminal middle managers' program--a program for career Navy enlisted personnel to provide them with a solid foundation in management and supervisory theory and practice.

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CHAPTER I

INTRODUCTION

Description of Program

The Navy's Associate Degree Completion Program (ADCOP) is a program of vocational and technical education at the junior college level. The purpose of the program is to provide an opportunity for limited numbers of highly qualified enlisted personnel to pursue academic courses beyond the scope of those provided within the Navy's training establishment.

ADCOP participants are Navy career enlisted personnel E-5 through E-9 who attend college on a full-time basis with no military duties. During the course of study, all student tuition, normal academic fees, and books are paid from Navy funds. ADCOP is the Navy's only full-time college degree program of this nature for enlisted personnel. Participants terminate their college schooling under this program upon attaining an associate degree. After completion of the program, which must be done in 24 months or less, the student remains in an enlisted status. The Navy's other college degree programs are either designed to

lead to commissioned status or are for officer students. Each ADCOP student incurs a six-year obligation upon entering college.[1] Thus, each is obligated to serve in the Navy for approximately four years after completing the program.

Objectives of Program

The Navy's stated program objectives are: (1) to provide an important career incentive for outstanding Navy petty officers; (2) to increase professional proficiency through modern training available in civilian educational institutions; and (3) to improve the general educational level of the Navy personnel community.[2] The educational goal of those participating in the program is the attainment of an associate degree within the 24-month time limit.

Purpose and Method of Study

The purpose of this study is tc conduct indepth historical research of the Navy's Associate Degree Completion Program from the program's inception to the present. An evaluation of the current program and future plans for the ADCOP is presented. Where appropriate, recommendations concerning the program are made.

Interviews and discussions were held with military and civilian personnel who manage the ADCOP. These interviews were held at the headquarters of the Chief of Naval Training in Pensacola, Florida. The commands' files, records, correspondence, and related materials applicable to the ADCOP were made available.

CHAPTER II

HISTORICAL REVIEW

Program Inception

A 1966 study highlighted to the Navy the importance of education and training to the enlisted man as it affects his prospective retention in the Navy. This Louis Harris Study conducted for the Navy, surveyed recently separated enlisted men. The study reported that 34 percent of those interviewed indicated that the opportunity to complete the first two years of college while on active duty would have provided a strong influence for remaining in the Navy. An additional 25 percent held that such a program would have had a moderate influence for their remaining. Of those surveyed, 54 percent stated that returning to school was a major factor in their decision to leave the service.[1]

From the findings of this study, the Secretary of the Navy's Task Force on Navy/Marine Corps Personnel Retention ascertained that an opportunity for personal academic improvement provides a promising incentive for re-enlistment and retention of career enlisted personnel. The Louis Harris Study, as related to enlisted

education desires, was later supported by the Naval Personnel Survey of June 1967. This survey of active duty personnel indicated that 70 percent of career motivated first timers and 49 percent of personnel beyond their first enlistment cited training opportunities as the second most important influence for a naval career.[2]

Pilot Program

In August 1966 the Chief of Naval Operations issued a directive which set forth the Navy policy concerning the Enlisted Career Education Plan.

> a. The principle of a career-long plan of education and training, integrated with periods of duty afloat and ashore, is established for enlisted personnel.
>
> b. The periods of education and training shall be related to periods of other duty and terms of enlistment so that the maximum efficiency and benefits will accrue to both the Navy and the petty officers.
>
> c. Education leading to an "associate degree" is established as the objective for career enlisted personnel who are properly qualified and motivated to pursue such an education.[3]

By this directive, the Chief of Naval Personnel was charged with various responsibilities for carrying out this educational plan for enlisted personnel. One such responsibility was, "In cooperation with the Junior Colleges of the United States, develop programs of study leading to the Associate of Arts/Science degree."[4]

As directed by the Chief of Naval Operations, an education program entitled Associate Degree Completion Program (ADCOP) was initiated on a trial basis in September 1966. The program began with 75 Navy enlisted personnel attending two California junior colleges. The participating colleges were Mount San Antonio, Walnut, California and Palomot College, San Marcos, California. An additional 75 students entered the pilot program in September 1967.[5]

The program quickly gained wide attention throughout the Navy. A request for candidates for the second year of the program resulted in 1455 applicants. The two participating colleges were highly pleased with the program. Numerous college presidents and other college officials contacted the Bureau of Naval Personnel to learn how their institutions might become affiliated with the ADCOP. The students in the program were attaining grades generally higher than the student body as a whole and had won the admiration and respect of both the college officials and their fellow students.[6]

By early 1968 the program was also gaining appreciable support within the Bureau of Naval Personnel. When the program was 18 months old, action was being initiated in that Bureau to change the status of the ADCOP from that of a pilot program to

full implementation. In January 1968 a request for 387 additional billets was made for the purpose of enabling the program to support a total of 500 students in FY 70.[7] This initial request to enlarge ADCOP met opposition going through Bureau channels. Some officials considered that further evaluation of benefits accruing to the Navy should be made prior to expanding the ADCOP.[8] A rejoinder in support of the proposed expansion was made which said in part,

> A minimal input as requested . . . offers little in support of the objectives of ADCOP and is not responsive to official Navy policy . . . . A minimal student input for ADCOP in its fourth year of implementation would place ADCOP in the category of a remote and unattainable objective for thousands of qualified career-motivated personnel considering the small percentage of applicants who will be selected to attend. Continued denial of ADCOP to these personnel is deleterious and discouraging to the individual and cannot provide a positive effect on retention.[9]

Program Growth

Expansion of the ADCOP did not take place as swiftly as some desired. However, by January 1969, the program had gained enough support to be made operational. At that time a total of 275 Navy enlisted personnel had entered junior college as ADCOP students, and 89 had completed their studies and been granted

associate degrees. The number of participating junior colleges had been increased to four.[10]

Student input in FY 70 was 120 and increased to 440 in FY 71. On 1 February 1971, 742 ADCOP students were enrolled in five junior colleges.[11] Expansion continued, and on 1 July 1973, 2,330 students were attending 14 junior colleges. Additionally, a total of 1609 Navy petty officers had earned their associate degrees and returned to the fleet.[12] Appendix A sets forth the participating colleges for FY 74, and their locations.

Student Performance

Feedback from the college officials of participating junior colleges consistently indicated that they were highly pleased with all aspects of the ADCOP. They particularly praised the personal qualities and academic performance of the Navy students.[13]

Success of the students in the college academic environment has been exceptional. Attrition for academic reason has been almost non-existent. The statistical probability of a Navy petty officer attaining an associate degree, who begins the ADCOP is 97 percent. This probability is based upon non-completion for academic and various other reasons. The grade point average of

most ADCOP students well exceeds that of the average college student. Approximately 29 percent have graduated with academic honors. The average time required for an ADCOP student to complete their course of study and graduate has been 17 months.[14]

Many of the students have been very active in campus activities. They have held positions of leadership such as president of the student council and president of the honor society. Additionally, many ADCOP students have received various forms of recognition for both academic and leadership-type activities.[15]

Program Evaluation

As part of the ADCOP pilot program, an evaluation of the program was made in order to determine its career motivation value, and to justify its further expansion.[16] This evaluation was conducted by the Naval Personnel Program Support Activity, Personnel Research Laboratory, Washington, D.C., upon the request of the Enlisted Personnel Division of the Bureau of Naval Personnel.

The evaluation was basically an appraisal of the ADCOP by its students and graduates. It consisted of a series of three survey questionnaires administered to each student: (1) at entry into

the program, (2) upon graduation, and (3) six months after graduation. Each ADCOP graduate's gaining command was also requested to complete a confidential evaluation of the graduate six months after he reported to the duty station.[17] A series of four reports were published covering the questionnaire phase of the pilot program evaluation.

In October 1967, a year after the program began, a survey questionnaire was developed and administered to the 142 enlisted personnel enrolled in the ADCOP. The questionnaire contained 29 questions designed to measure career motivation and expectations concerning the ADCOP. The results indicated that the students were career motivated and had high rank aspirations, with most of them hoping to attain commissioned or warrant status.[18] A second, and very similar study was made just prior to the graduation of the first ADCOP students. The results concerning career motivation were basically the same. The survey reported that: "Almost all the respondents indicated they liked their school and a majority of them were very satisfied with the quality of instruction they received."[19] In May 1968, a third student survey of the ADCOP was made. This survey, made of the second group of ADCOP graduates, was also similar to the others, but did solicit

a few more opinions about the program. One finding was that six out of ten graduates hoped to further their education by completing at least a bachelor's degree.[20]

In June 1968, a post graduation survey questionnaire was administered to the first group of ADCOP graduates six months after they had returned to the fleet. These 41 graduates were from the group which entered the ADCOP in the Fall of 1966. The object of the survey was to obtain data on their attitudes, opinions, and experiences after their return to the fleet. This structured survey questionnaire reaffirmed the results of the findings and conclusions of the entry and graduation questionnaires previously administered. About half of the respondents felt their attitudes were more favorable toward the Navy after participating in the ADCOP. Military rank and education aspirations remained appreciably high for these graduates. A majority of the graduates perceived the greatest benefit of the ADCOP schooling to have been in the area of improved communicative skills.[21]

Data concerning the findings of the confidential evaluations of the graduates by their commanding officers six months after returning to the fleet were not available. There are no records, reports, or correspondence to indicate that these reports were

ever made. This initial appraisal by the ADCOP students and graduates is the only formal, systematic attempt made to evaluate the ADCOP. This evaluation, completed over five years ago gives little or no evidence concerning the value of the ADCOP in the Navy.

CHAPTER III

PRESENT PROGRAM

Program Management

From 1966 through 1972 the ADCOP was under the management of the Director, Naval Education and Training, then a branch of the Bureau of Naval Personnel. The offices were located in Washington, D. C The working level management of the ADCOP was performed by a civil service employee, grade GS-13.

In 1972 a new command was created in the Navy whose mission was the management of all Navy training. The Chief of Naval Training, a Vice Admiral, has his headquarters in Pensacola, Florida. Management of the ADCOP is now performed in this Pensacola headquarters under the Director, Education and Development Branch, a Rear Admiral.

When the management of the ADCOP moved from Washington to Pensacola, the GS-13 program manager chose to remain in Washington. His duties were temporarily assumed in Pensacola by a Navy lieutenant on loan from one of the local training squadrons. He was assisted in his duties by a Navy ensign. In October 1973,

the ADCOP management was assigned to a Navy commander, assisted by the same ensign. In February 1974, the ensign was reassigned and his duties assumed by a senior chief yeoman (E-8).[1]

ADCOP management of the students on campus is accomplished by a cadre of nine liaison officers. These officers, with the grade lieutenant and below are assigned to the administrative commands to which the students are assigned. Appendix B lists these nine Navy commands, and indicates the colleges for which the assigned liaison officers are responsible.

There are no particular criteria required of an officer for his assignment to duty as an ADCOP Liaison Officer. Some are young officers in their first assignment as a naval officer; others are seasoned warrant officers. The liaison officers need not have had the experience of attending college nor any education or experience in educational administration. Written procedural guidelines delineating their duties do not exist. Thus, the specific duties and services rendered by an ADCOP Liaison Officer are rather nebulous and are generally dependent upon their individual initiative, imagination, and experience. Some liaison officers are additionally tasked with non-ADCOP duties by their parent command and are only part-time liaison officers.[2] A review of

the duties performed by the various liaison officers reveals that there is a wide variance in the on-campus management of the ADCOP.

ADCOP administrative matters such as the processing of applications, the annual student selection process, and assignment of individuals to junior colleges are performed at the headquarters of the Chief of Naval Personnel in Washington. These aspects of ADCOP management are the responsibility of a Navy lieutenant commander in the Incentives and Special Programs Division of the Enlisted Programs Branch, Bureau of Naval Personnel.[3]

Eligibility

The basic eligibility criteria for becoming an ADCOP student are for one to be on active duty in a second or subsequent enlistment, and be an E-5 or above. Additionally, the candidate must have served five continuous years on active duty immediately preceding the date he enters college.

There are two basic educational requirements. High School graduation, or its equivalent, is a general criterion. A specific educational criterion is that of demonstrated previous success at college with 12 transferable college credits, or be a graduate

of a certain level Navy service school. This specific requirement can be met by various combinations of college work and service schools.[4]

Attendee Selection

In early spring of each year a Navy directive is promulgated which sets forth candidate application procedures for the forthcoming fiscal year. The application is submitted by the individual candidate, via his commanding officer, to the Bureau of Naval Personnel. The applicant's commanding officer must make a specific comment on the applicant's motivation for career naval service. Additionally, comment must be made on his motivation and potential for successful completion of the junior college program.[5]

A selection board is convened at the Bureau of Naval Personnel level in March of each year. Selection is based on information contained in each individual's application and the candidate's enlisted service jacket. In selecting personnel for the FY 74 program, primary consideration was given to performance evaulation and performance in Navy schools. Also considered was evidence of individual effort to attain college level credit while in the Navy with consideration given to the availability of opportunities for one

to pursue such work.[6] Upon completion of the selection process, a notice is published which lists the ADCOP selectees for entrance into the program for the coming fiscal year. This notice further provides the selectees with their college assignments, reporting dates, and Navy contact points at the colleges.

Of the 2,703 ADCOP students attending junior college on 1 January 1974, only 12 were female, less than one-half of one percent. With a planned FY 74 end strength of more than 13,000 women, participation in the ADCOP is presently a rather unrealistic goal for enlisted women. A combination of the Navy's three primary ethnic groups totaled 280, or 10 percent. This total was composed of 144 Filipinos, 125 Blacks, and 11 Mexican Americans. A review of the students' occupational fields reveals that a disproportinate number of the students were in clerical or services oriented fields.[7] As an example, a full 16 percent of the ADCOP graduates have been hospital corps men. With a total of 86 enlisted occupational fields in the Navy, nearly one-fifth have been from one occupation. The age of the typical ADCOP student has been approximately 27 years, with a range of 23 to about 33 years. The great majority of ADCOP students were in paygrades E-6 and E-7.[8] The sample of the two Navy ratings set forth in Appendix C shows that of 310 students, 95 percent were in these two pay grades.

Assignment to Junior College

Insofar as practicable, ADCOP selectees are assigned to the junior colleges of their choice. There are however, various considerations which affect a student's ultimate college assignment. Such factors as appropriate course of study at a specific college, the student's present geographic location, the number of available spaces for ADCOP students in each college, and the number of selectees who list each college as their preference are all considered in making individual assignments.[9] Recently, steps have been taken to determine prior to assignment to a college where the ADCOP student will be assigned upon graduation. The student will then be assigned to a college in that area. Such careful planning of college assignment has significant potential for savings in permanent change of station funds.[10]

Academic Majors

In keeping with the stated objective of the ADCOP, students are to pursue courses of study that are closely related to their Navy occupational field. Their college work is to increase their proficiency in that field. Each individual develops his program with the assistance of the regular college counseling staff. This

planning is to ensure that the ADCOP student will attain an associate degree in arts or science within the 24 months maximum time limit. The Navy liaison officers at each college are to ensure that each student is enrolled in a realistic program of studies which will meet the Navy's program objective. Advanced standing depends upon a student's previous acceptable college work. Transfer of such prior college credits is worked out between the student and his academic counselor. Actual acceptance is at the discretion of the individual colleges.[11]

Typical areas of concentration are: engineering, applied mechanics, drafting, electronics, data processing, business administration, food service, industrial management, medicine, and dentistry. Appendix C sets forth the academic majors of two Navy occupational fields for those ADCOP students attending college from 1966 through 1972. These two fields are Dental Technician and Hospital Corpsman, services-type occupations. It is obvious from a review of Appendix C that very few of the students in these fields majored in medical related fields. Of the 310 students, approximately one-half, 154 students, majored in business administration. In Appendix D, a listing of academic majors for two technical type occupations further exemplifies

that most ADCOP students do not pursue a course of study related to their Navy occupation. An inspection of the majors of the ADCOP students enrolled on 1 January 1974 reveals that this is the general trend among the current students.

Student Administration

Navy enlisted personnel selected for the ADCOP are ordered to one of the 14 participating junior colleges on a permanent change of station basis. While attending college they are assigned to one of nine Navy commands for administrative and personnel accounting purposes. Appendix B lists these administrative commands and the colleges for which they administer ADCOP students. Each of these administrative commands has an ADCOP liaison officer assigned who provides the face-to-face link between the ADCOP student and the Navy.

As shown in Appendix B the ADCOP junior colleges are in areas of large concentrations of naval activities. This provides the Navy greater flexibility in assigning enlisted personnel to and from an ADCOP college. In the three large Naval seaports of San Diego, Norfolk, and Jacksonville, it is possible for one to attend ADCOP and not move before or after college.

While in student status, ADCOP personnel receive full pay and allowances for shore duty and are also eligible to compete for Navy promotions. They are accorded the same treatment as their civilian counterparts on campus and may participate in any college activity. They wear civilian clothes to class; however, one day a week they are required to wear their military uniforms to class. Presently, four of the fourteen participating junior colleges do not want ADCOP students to wear uniforms.[12]

Funding

Each participating junior college enters into a contractual agreement with the Navy each fiscal year. These contracts cover tuition, student fees, books, office space for the Navy liaison officer and his clerical personnel, and telephone service. The contract amounts for FY 71 totaled $509,000.[13] Increases in average student onboard loads and inflation have substantially increased the cost of the amounts of these contracts. As shown in Appendix E, contracts with the 14 junior colleges for FY 74 total $1,317,203.[14]

There are wide differences in per student cost among colleges for the contractual items. The seven California junior colleges'

charges for tuition and fees are significantly less than most of the other seven colleges. As an example, Southwestern College at San Diego, California with 164 students costs $240 per year per ADCOP student. Tidewater Community College at Portsmouth, Virginia with 450 students costs $660 per student.[15] The Navy is therefore paying almost three times as much to send ADCOP students to the Virginia college versus the California college. In all likelihood it would be very difficult to ascertain if there is a measurable difference in the quality of education received at the more expensive college.

The cost per student for pay, allowances, and permanent change of station cost is considered to average $13,000 per year. Thus, for a student average onboard of 2,750 the total annual expenditure is approximately $35,750,000. In addition, the cost of pay and allowances of the officer and enlisted personnel administering ADCOP is figured at $409,261. The combination of the contracts with the colleges; student pay, allowances, and change of station cost; and staff pay and allowances amounts to an annual expenditure of $37,476,464 for FY 74. During FY 72-73, the program was partially funded by All Voluntary Force Funds. These

funds are not being used for FY 74 ADCOP funding and such funds are not anticipated to be available in the future.[16]

Proposed Outgrowth of the ADCOP

One outgrowth of the ADCOP was the planning and implementation of a pilot program entitled ADCOP II. The fundamental concept of this program was to permit the most highly qualified students participating in the ADCOP to continue their education without interruption. Thus, they could earn a baccalaureate degree through full-time study, at a civilian institution, at Navy expense. The basic criteria were: currently enrolled in the ADCOP, have a cumulative grade point average of 3.5, and meet the criteria for officer status upon graduation from ADCOP II. A pilot program was begun in which 12 previous ADCOP students continued their college studies at the University of West Florida.[17]

Three years ago, the Chief of Naval Operations indicated an interest in determining the feasibility of setting up an enlisted BS/BA degree program similar to the one for Navy officers. This resulted in the development of the Enlisted Degree Completion Program I (EDCOP I). This program was envisioned as an educational program through which outstanding Navy career enlisted

men could receive a "boot strap" type opportunity. Enlisted personnel with sufficient previous college credits would have an opportunity to earn a baccalaureate degree in a period not to exceed 12 consecutive months. Participants would be full-time students at Navy expense, and upon earning their baccalaureate degree would become eligible to apply for officer status. Another similar program, EDCOP II, was designed for enlisted personnel who would require two years to complete their baccalaureate studies.[19] Approval was given for these two enlisted BS/BA degree programs and work commenced on development of a full-scale program proposal. Milestones were established, potential student inputs determined, and various practical approaches developed.[20]

In August 1972, the Chief of Naval Personnel made his views concerning enlisted baccalaureate degree programs very clear in a memorandum to the Chief of Naval Training. He agreed that from a retention and personal fulfillment standpoint, such opportunities for career enlisted personnel were highly desirable. However, he further pointed out that with future budget constraints, rising cost of manpower, and similar factors, the number of people in the Navy will undoubtedly be reduced. Therefore, with

such anticipated reductions in forces, the Navy's educational programs must be constructed with a realistic view. He states that billets for personnel in various civilian colleges are going to be very hard to come by except at the expense of billets in the operating forces.[21]

In a July 1973 memorandum from the Bureau of Naval Personnel to the Chief of Naval Training, the austere fiscal climate and drainage effect on enlisted "middle managers" to the fleet were reiterated. Additionally, it was stated that current officer projections do not indicate a need for the accessions that would accrue from these various enlisted baccalaureate degree programs. This memorandum shut the door on the implementation of the BA/BS degree programs.[22] By January 1974 implementation planning had terminated on the Enlisted Degree Completion Programs; and, in June 1974 upon graduation of the last ADCOP II students from the University of West Florida, that pilot program will come to an end.[23]

One offshoot of the ADCOP that appears to be viable is the Warrant Officer Associate Degree Completion Program (WADCOP). This program is the same as the ADCOP. It simply provides an opportunity for Navy warrant officers to participate in the ADCOP.

The program was initiated with an input of 18 students during FY 73. Input for FY 74 is 21, with 20 scheduled to enter in FY 75. From a total Navy warrant officer force of 4, 384, only 196 applications were received. Those selected have been banked for future input to the program.[24]

An interesting unforeseen offshoot of the ADCOP was the granting of BS/BA degree scholarships to ADCOP students authorizing them to remain in college and complete the requirements for a baccalaureate degree. A trend was developing wherein ADCOP students would make application to the Bureau of Naval Personnel requesting permission to remain in college under the provisions of a 1972 Secretary of the Navy Scholarship Program for active duty personnel. To qualify for this program the ADCOP student would solicit a scholarship sponsor from an industrial or business concern. In most cases these scholarships were very minimal in terms of financial assistance and were virtually a scholarship in name only.[25]

A substantial number of ADCOP students were having their "scholarships" approved by the Bureau of Naval Personnel. The Chief of Naval Training took exception to this, and informed the Chief of Naval Personnel that this was simply a device being used

by ADCOP students to obtain an additional two years of college at Navy expense. He requested that the granting of additional schooling under this scholarship program be discontinued for ADCOP students.[26] In July 1973 the Chief of Naval Personnel informed the Chief of Naval Training that he agreed that approval of BS/BA degree scholarships for substantial numbers of ADCOP graduates is counter to the interest of the ADCOP. A close working-level liaison was thus established between these two commands to insure there would be no further loss of ADCOP graduates to the Navy Scholarship Program.[27]

Anticipated Student Expansion of the ADCOP

During FY 73 plans were made and action initiated to provide for a significant expansion of the ADCOP. By early 1973, 2,900 of the 3,500 applications submitted by Navy enlisted personnel were selected for the FY 74 input to the program.[28] In May 1973, plans were being finalized for an input of 2,531 students for FY 74. This level of input would result in an average onboard student load of 4,000 during FY 74. Additionally, plans for future expansion were made for increasing the total student input by 500 students annually. This annual expansion was designed to continue through

FY 78 at which time the yearly input would be 4,000 students. At that time, the program would level out with an annual average onboard load of 6,000 students attending 18 junior colleges.[29]

By 30 July 1973, anticipated Navy budgetary and manpower constraints for FY 74 and out-years prompted a re-evaluation of the ADCOP expansion plans. This re-evaluation resulted in a decision to have an average onboard of 2,835 in FY 74. As shown in Appendix F, the actual enrollments on 1 January 1974, totaled 2,693 students. The previous plans which were formulated to enable a substantial ADCOP expansion had been based upon a Navy enlisted strength of 750,000. The revised plans were based upon a projected enlisted community of 485,000.[30] The revised average onboard of 2,835 students accommodated a FY 74 input of 970 students vice the previously planned 2,531. On 1 October 1973, the planned average onboard for FY 75 was to be the same as FY 74, 2,835 students.[31]

Modifications to the projected student input continued to be made. On 15 January 1974, the Chief of Naval Training provided to the Chief of Naval Personnel the following projected student figures.

TABLE I

ADCOP Student Inputs, Outputs, and Average Onboard Figures, Fiscal Year 75-79

FY	INPUT	OUTPUT	AOB
75	1425	1777	2275
76	1000	1125	2000
77	1035	1130	1750
78	670	1035	1500
79	840	870	1250 [32]

Of the 2,900 persons selected for FY 74 college attendance, approximately 1,300 are programmed to be carried over to FY 75. Additionally, in excess of 5,000 new applications have been received by BUPERS from Navy enlisted personnel desiring to enter junior college during FY 75. Present plans are to select no more than 500 students in the forthcoming selection process.[33]

Current Influences

Educational programs such as ADCOP have recently come under criticism from several sources. The General Accounting Office (GAO) recently stated, "We believe enlisted personnel have the opportunity to satisfy their educational aspirations without attending college on a full-time, fully funded basis."[34] GAO believes that restrictions should be placed on fully funded officer

and enlisted college programs to preclude enrollment when there is no requirement for the degree for which the schooling is provided. In response to this, the Navy had to tell GAO it has no enlisted billets requiring an associate degree.

The House Appropriations Committee has indicated that the Secretary of Defense should consider, ". . . requiring military personnel selected to participate in full-time training to use their entitlements under the GI Bill . . . The services should fund only the pay and allowances of officer and enlisted students with the Veteran's Administration assuming the other costs."[35] The committee also said the services should permit people to attend full-time civilian schooling only for courses that will help them in their military jobs. The committee said the Navy was not doing this and ordered the service to reduce its full-time training program for enlisted men by 20 percent.[36]

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

With student applications in excess of 3, 000 for FY 74, and over 5, 000 applicants for FY 75 it is obvious that the Navy's Associate Degree Completion Program is a very popular enlisted education program. There seems to be little doubt that the opportunity to participate in the program and attain an associate of arts degree is eagerly sought after by many Navy enlisted personnel. There are also indications that if sufficient funds were available, those charged with top level management of the program would have been more than willing to increase the yearly average student onboard totals to 6, 000. Until very recently, there also seemed to have been little consideration given to the adverse impact such a large student load would have on fleet manning levels of enlisted middle managers. Maintaining such a student level would be tantamount to stripping the Navy's entire Pacific Fleet carrier force of all its senior petty officers.

From the participant's viewpoint, the ADCOP is a very worthwhile and successful program. With a 97 percent probability of completion, a participant is almost assured of obtaining an associate degree fully funded by the Navy. It is from this student perspective that the ADCOP's value seems to have been determined. The ADCOP is a relatively expensive enlisted education program both in national defense fund expenditures and the loss of middle managers to the fleet. When expanding approximately $37 million, and losing in excess of twenty-five hundred man years annually, it would be expected that the program's value would be determined from a management view rather than from the student. It would also seem essential that the Navy be able to justify the existence of the program based upon some easily identifiable and quantifiable measure of merit. There is however, a complete lack of objective data upon which to make a rational assessment of the ADCOP. In making a historical survey type study of this program, a very basic question arises and goes unanswered--What value does the Navy derive in providing the opportunity for thousands of enlisted personnel to obtain an associate degree? All indications are that during the seven years the program has been in existence, the Navy has made no attempt to answer this query.

From all appearances, the Associate Degree Completion Program is of rather intangible benefit to the Navy. Additionally, there is little to support a belief that the existing program will ever be of any substantive value to the Navy. Considering the popularity of the program among enlisted personnel, and its apparent high level management support, it could be very easy to intuitively conclude that the ADCOP is a worthwhile program. However, in these days of reductions in defense dollars and substantial manpower cuts, such intuitive value judgments concerning an expensive program have little place in policy decision-making. Conversely, an off-hand rejection of the program because the Navy has failed to document its value would be equally irrational. Unfortunately, lacking quantitative data upon which to make a rational evaluation one is forced into adopting an intuitive approach in an attempt to determine the program's worth.

A comparison of the program's three stated objectives against the success or failure of the program in meeting these objectives is one such approach. There is little doubt that the program objective to improve the general educational level of the Navy petty officer community is being fulfilled by the ADCOP. Under this program in excess of 1600 petty officers have earned their degrees,

and returned to duty with the fleet. Even with recent reductions in planned student inputs, approximately 1,000 graduates will be added to this total annually. At this rate, it will take but a relatively short span of ten years until an appreciable number of the Navy's senior enlisted middle managers will possess associate degrees. The success of ADCOP in meeting this objective does, however, tend to further highlight the need for an adequate answer to the basic question. One wonders of what extra value these 10,000 or so enlisted associate degree holders will be to the Navy. Some staunch advocates of education may state that the intrinsic worth of the additional education possessed by ADCOP graduates is value enough. Such a contention, however, is subject to criticism, and is certainly of questionable value in providing support in such matters as budget or manpower debates.

The objective to provide a career incentive for outstanding Navy petty officers has little to support its being a realistic objective. When one considers that the typical ADCOP student is 27 years old and in pay grade E-6 or E-7, it appears obvious that most students were well on their way to being career Navy men regardless of ADCOP. In view of the many immeasurable variables which influence an individual's selection of a career it

is unlikely that the career incentive value of the ADCOP can ever be adequately substantiated.

The general permissiveness which prevails throughout the program in the selection of academic majors has completely invalidated the remaining program objective. The objective to increase professional proficiency through modern training available in civilian educational institutions is simply not supported by what the enlisted personnel are studying in junior college. It is quite understandable, however, why most ADCOP students do not pursue a course of study related to their occupational field. Considering the Navy schooling and work experience of most ADCOP students, they have obtained the technical expertise necessary to perform in their jobs very adequately. In civilian terms they would be classified as journeymen in their respective trades. For this reason, and considering the diverse number and types of occupations, it is very unlikely that junior college level instruction can really increase their technical proficiency. Most junior college programs of the two-year terminal technical type majors are at a lower level than that possessed by most of these senior enlisted ADCOP students. The foregoing review of the ADCOP to determine how well the program fulfills the program objectives provides

nothing to support a belief that the program is of value to the Navy. The only objective that has any relevance to the present ADCOP program is that it is raising the educational level of Navy enlisted personnel. The value in raising this educational level is still unanswered.

Recommendations

Various alternate courses of action are available to the Navy concerning the ADCOP's future. The status quo can be maintained wherein enlisted associate degree holders are continued to be produced and returned to the fleet. In light of the questionable value of the ADCOP to the Navy, adherence to this alternative would raise serious doubts as to the integrity of those persons responsible for Navy education programs. Such action would almost certainly result in the GAO dealing a fatal blow to the program. Another alternative is to discontinue the program and write off the past expenses as sunk cost. However, such action is not considered necessary. A more realistic approach would be to use the ADCOP with its existing budget as a base from which to remold a program of value to the Navy. The belief that the ADCOP is a retention device for career personnel should be

forgotten. The program should be built around the concept of an incentive for qualified career enlisted personnel to broaden their potential as Navy middle managers and thus, be of increased value to the Navy. Realistic, attainable objectives should be developed, which insofar as practicable, will ensure that the Navy benefits from the program as well as the enlisted personnel obtaining an associate degree.

It appears that most ADCOP students, as journeymen tradesmen, possess sufficient technical expertise and are not likely to have it enriched by attending junior college. With the great percentage of ADCOP students in their late twenties, in pay grade E-6 and E-7, and with 6 to 10 years' work experience, they are in that stage of their career wherein they are in or entering the Navy's middle management level. What is most probably lacking, and that which would be of the most benefit to all concerned, is management training. The ADCOP should be redesigned into a two-year terminal middle managers' program--a program to provide career Navy personnel with a solid foundation in management and supervisory theory and practice. There are a host of applicable subjects from which to develop a viable course of study at the junior college level. Such a program would offer new and challenging topics for study to

Navy petty officers. It would broaden their perspective concerning the Navy's work force and their role in it. Much of what they are exposed to could be of direct value in their daily management of material and human resources. Such formal management schooling would be of high transfer value regardless of where the ADCOP graduate is employed in the Navy's work force. The ADCOP graduate possessing this solid academic foundation in management coupled with work experience would provide to the Navy a rich pool of manpower from which to obtain warrant officers. As a management training vehicle, ADCOP should be maintained at a realistic student level consistent with available funds and manpower.

Several other factors should be considered in improving the ADCOP. The academic success enjoyed by ADCOP students rather conclusively demonstrates that many Navy personnel possess the scholastic potential and are sufficiently motivated to perform very well at the junior college level. There has however, during the history of ADCOP, been a general disparity between the number of Navy occupational fields represented among the ADCOP students and the overall range of Navy occupations. Realistic efforts should

be made to provide relative equal student representation from among all occupational fields. The clerical, indoor's type, services oriented ratings have had excessive representation in the program. Most likely, individuals who select such lines of work may also be more inclined toward academic endeavors; thus, seem to be more qualified for attending college. Some critics would contend that persons in fields such as engine mechanic or boiler tender might be out of place going to college. It would appear however, that if junior college level education is considered by the Navy to be a desirable goal, it should be equally accessible to all. In all likelihood, some of the persons serving in these non-academic lines of work may not be "dean's list" type students. However, in a program where 97 percent of the Navy's students have been successful it would seem that through proper motivation, individuals of less academic ability could successfully complete a management course of study. It may be that some of these individuals may benefit more from such education and thus be of more value to the Navy than some of their more academically inclined shipmates. With ADCOP revamped to improve Navy middle management, it would be essential that the senior petty officers from all occupational fields be provided the schooling. Such

an equalization among occupational fields may require that specific efforts be taken to encourage personnel from some of the previously slighted ratings to apply for the ADCOP.

The Navy's two predominate non-white racial groups, Negroes and Filipinos, appear to be on the road to being reasonably well-represented among the ADCOP students. However, enlisted women in the Navy seem to be under-represented. With the increased numbers of women entering the Navy, it would seem politically expedient to ensure that women are given their full share of ADCOP student billets. From among all possible categories from which to draw ADCOP students, women as potential middle managers may well benefit the most from formal academic schooling in management. If the Navy is to stand by its stated goal of equal opportunity for all regardless of race or sex, it is essential that specific attention be given to this matter.

There are various steps of lesser importance, generally administrative in nature, which should be taken to improve the ADCOP. Since it is not the purpose of this study to elaborate on these they shall simply be noted. ADCOP student selectees should be banked for several years to facilitate flexibility in the specific year in which an individual enters college. The commanding

officer of the command gaining an ADCOP graduate should be made aware of such personnel so he can consider his academic training in assignment within the command. To provide on-campus management uniformity within the program, well defined, clear written guidance should be provided to the ADCOP liaison officers. Rating control officers should take into consideration the fact that one is an ADCOP graduate in making duty assignments.

During the past 30 years Navy weapons systems have become immeasurably more sophisticated. It has however, been difficult for the Navy to likewise improve the sophistication of its manpower. A properly designed and managed Associate Degree Completion Program could do a great deal toward enhancing the needed sophistication of the Navy's enlisted middle managers.

APPENDIX A

JUNIOR COLLEGES PARTICIPATING IN NAVY COLLEGE DEGREE COMPLETION PROGRAM (ADCOP), SCHOOL YEAR 1973-1974

NAME	LOCATION
Grossmont College	El Cajon, California
Southwestern College	Chula Vista, California
San Diego City College	San Diego, California
Mesa College	San Diego, California
Foothill Community College	Los Altos, California
DeAnza College	Cupertino, California
Palomar College	San Marcos, California
Florida Junior College at Jacksonville	Jacksonville, Florida
Pensacola Junior College	Pensacola, Florida
Northern Virginia Community College	Annandale, Virginia
Tidewater Community College	Portsmouth, Virginia
State Technical Institute of Memphis	Memphis, Tennessee
Olympic College	Bremerton, Washington
Del Mar College	Corpus Christi, Texas

APPENDIX B

ADMINISTRATIVE COMMANDS FOR STUDENTS PARTICIPATING IN THE NAVY'S COLLEGE DEGREE COMPLETION PROGRAM (ADCOP), SCHOOL YEAR 1973-1974

Service School Command Naval Training Center, San Diego, California for Grossmont College, Southwestern College, Palomar College, San Diego City College, Mesa College.

Naval Air Station, Corpus Christi, Texas for Del Mar College.

Naval Communications Training Center, Pensacola, Florida for Pensacola Junior College.

Naval Air Station, Jacksonville, Florida for Florida Junior College at Jacksonville.

Naval Air Station Moffett Field for DeAnza and Foothill Colleges.

Naval Air Station, Memphis, Tennessee for State Technical Institute at Memphis.

Fleet Training Center, Norfolk, Virginia for Tidewater Community College.

Commandant, Naval District Washington, Washington, D C. for Northern Virginia Community College.

Puget Sound Shipyard, Bremerton, Washington for Olympic College.

APPENDIX C

PAYGRADE AND ACADEMIC MAJORS OF TWO NAVY RATINGS FOR STUDENTS IN THE NAVY ASSOCIATE DEGREE COMPLETION PROGRAM (ADCOP), SCHOOL YEARS 1966 THROUGH 1972

DENTAL TECHNICIAN

PAY GRADE	NUMBER STUDENTS
E-9	0
E-8	1
E-7	6
E-6	29
E-5	1
	37

ACADEMIC MAJORS	NUMBER STUDENTS
Business Admin.	139
Liberal Arts	55
Nursing	11
Medical Technician	7
Biology	10
Life Science	6
Health Science	4
Pre-Teaching	8
Dental Hygiene	3
General Education	16
Business Admin.	15
Radio and TV	1
Banking	1
Pre-Teaching	1

HOSPITAL CORPMAN

PAY GRADE	NUMBER STUDENTS
E-9	2
E-8	8
E-7	114
E-6	146
E-5	3
	273

ACADEMIC MAJORS	NUMBER STUDENTS
Pre-Medicine	4
Pre-Pharmacy	1
Psychology	1
Community Services	1
English	1
Chemistry	1
Electronics	2
History	2
Sociology	1
Restaurant Management	3
Hotel Management	2
Physical Education	1
Personnel Management	3
General Science	2
Accounting	3
Data Processing	1

APPENDIX D

ACADEMIC MAJORS OF TWO NAVY RATINGS BY STUDENTS IN THE NAVY ASSOCIATE DEGREE COMPLETION PROGRAM, (ADCOP) SCHOOL YEAR 1972-1973

AVIATION MECHANIC		ELECTRONIC TECHNICIAN	
NUMBER STUDENTS	MAJOR	NUMBER STUDENTS	MAJOR
12	Business Administration	30	Business Administration
4	Liberal Arts	5	Pre-engineering
2	Teacher Education	5	Electronics Technology
2	Industrial Technology	3	Mathematics
2	Personnel Management	3	Data Processing
1	Architectural Technology	2	Physical Science
1	Data Processing	1	Physics
1	Social Science	1	Liberal Arts
1	Engineering	1	Personnel Management
1	Science	1	Social Science
		1	Psychology
		1	Accounting

APPENDIX E

TUITION, FEES, BOOKS, OFFICE SPACE, AND TELEPHONE SERVICE FOR NAVY ASSOCIATE DEGREE COMPLETION PROGRAM (ADCOP), FISCAL YEAR 1974

JUNIOR COLLEGE	CONTRACT AMOUNT
Grossmont College	31,325
Southwestern College	36,780
San Diego City College	30,725*
Mesa College	
Foothill Community College	82,390**
DeAnza College	
Palomar College	53,408
Florida Junior College at Jacksonville	94,890
Pensacola Junior College	221,360
Northern Virginia Community College	131,730
Tidewater Community College	281,320
State Technical Institute of Memphis	100,780
Olympic College	171,595
Del Mar College	80,900
	$1,317,203

*Contract amount includes San Diego City College and Mesa College.

**Contract amount includes Foothill Community College and DeAnza College.

APPENDIX F

STUDENT ONBOARD FIGURES BY JUNIOR COLLEGE FOR NAVY ASSOCIATE DEGREE COMPLETION PROGRAM (ADCOP) ON 1 JANUARY 1974

JUNIOR COLLEGE	NUMBER OF STUDENTS
Grossmont College	128
Soutnwestern College	164
San Diego City College	48
Mesa College	82
Foothill Community College	117
DeAnza College	108
Palomar College	115
Florida Junior College at Jacksonville	179
Pensacola Junior College	377
Northern Virginia Community College	217
Tidewater Community College	450
State Technical Institute of Memphis	230
Olympic College	266
Del Mar College	212
TOTAL	2693

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2. Ibid.

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5. Samual B. Ware, Motivational Effects of the Associate Degree Completion Program, Report No. 2, Naval Personnel Program Support Activity, Personnel Research Laboratory, Washington, D. C., June 1968, p. iii.

6. Miller, op. cit., p. 4.

7. "Additional Billets for the Associate Degree Completion Program (ADCOP), request for," Memorandum from the Chief of Naval Personnel (Pers A13) to Chief of Naval Operations (OP-01), 13 January 1968, p. 1.

8. "Associate Degree Completion Program Billets," Chief of Naval Personnel memorandum, 3 February 1968, p. 1.

9. Miller, op. cit., p. 6.

10. Edward A. Williams, (Pers-C227), "Associate Degree Completion Program (ADCOP)," Point paper, 2 January 1969, p. 1.

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12. Commander Paul L. Siverly, (N-1331), "Associate Degree Completion Program (ADCOP)/WACOP," Point paper, 24 September 1973, p. 1.

13. Edward A. Williams, (Pers-C227), Handwritten draft of an ADCOP status report submitted to Lieutenant Commander White, 3 March 1970, p. 5.

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16. An Appraisal of the Associate Degree Completion Program By Its Graduates, Naval Personnel Research and Development Laboratory, Washington, D. C., October 1969, p. iii.

17. Ibid.

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19. Ware, Report No. 2, op. cit., p. iii.

20. Motivational Effects of the Associate Degree Completion Program, Report No. 3, Naval Personnel Program Support Activity, Personnel Research Laboratory, Washington, D. C., September 1968, p. iv.

21. "An Appraisal . . .," p. iv.

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1. Interview with Commander Paul L. Siverly, Associate Degree Completion Program Manager, Education and Development Branch, Naval Training Command Headquarters, Naval Air Station, Pensacola, Florida, 1 February 1974.

2. Interview with Ensign John A. Harland, Assistant, Associate Degree Completion Program Manager, Education and Development Branch, Naval Training Command Headquarters, Naval Air Station, Pensacola, Florida, 16 November 1973.

3. Interview with Lieutenant Gary S. Calnan, Associate Degree Completion Program Manager, Education and Development Branch, Naval Training Command Headquarters, Naval Air Station, Pensacola, Florida, 5 October 1973.

4. Bureau of Naval Personnel Manual, op. cit., p. 1042.

5. "Fiscal Year 1975 Associate Degree Completion Program," Department of the Navy Notice 1510, 11 June 1973, pp. 1-2.

6. Ibid.

7. Student rosters Associate Degree Completion Program, Fiscal Year 1974.

8. Williams, Handwritten draft . . ., op. cit., p. 2.

9. "Associate Degree Completion Program, Fact Sheet," 8 June 1971, p. 2.

10. Harland, Interview, 16 November 1971.

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15. Contracts for FY 74, Associate Degree Completion Program, Southwestern College and Tidewater Community College.

16. Harland, Interview, 16 November 1973.

17. Ensign John A. Harland, (N-111), "Associate Degree Completion Program, II (ADCOPII)," Point paper, 3 August 1973, p. 1.

18. CNO/VCNO Action Sheet No. 965-70, c. 1970, p. 1.

19. William J. Baker, Jr., (OP-993D2), "POM 74 Requirements-College Completion Program," n. d., p. 1-2.

20. Ibid.

21. Vice Admiral David H. Bagley, "Enlisted Educational Program," Memorandum for the Director, Naval Education and Training from Chief of Naval Personnel, 25 August 1972, p. 1.

22. Rear Admiral George E. R. Kinner, II, "Associate Degree Completion Program II (ADCOP II) and Enlisted Degree Completion Program (BS/BA) (EDCOP II), administrative procedures for," Memorandum for Director, Naval Education and Training from Assistant Chief of Naval Personnel for Financial Management and Management Information, 10 July 1973, p. 1.

23. Harland, Interview, 1 February 1973.

24. Calnan, Interview, 24 August 1973.

25. Interview with Dr. Elmer A. Morrow, Assistant to Head, Officer Education and Acquisition Branch, Naval Training Command Headquarters, Naval Air Station, Pensacola, Florida, 24 August 1973.

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27. Rear Admiral C. H. Griffiths, "BA/BS Scholarships to ADCOP Graduates," Official letter to Chief of Naval Training from Chief of Naval Personnel, 19 July 1973, p. 1.

28. Siverly, op. cit.

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32. Rear Admiral James L. Abbot, Jr., "Input for FY 75-79, Associate Degree Completion Program (ADCOP); information and action concerning," Official letter to the Chief of Naval Personnel from the Chief of Naval Training, 15 January 1974, p. 1.

33. "ADCOP Panel Now Sitting To Pick 500," Navy Times, March 27, 1974, p. 48.

34. Dick Ritter, "GAO Hits Advanced Study Abuses," Navy Times, March 20, 1974, p. 34.

35. Larry Carney, "House Unit Wants More Use of GI Bill by Actives," Navy Times, December 12, 1973, p. 2.

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